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June 10, 1994

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MEMORANDUM

TO: AF/FO - Prudence Bushnell  
THROUGH: AF/C - Arlene Render  
FROM: AF/RA - Sim Moats  
SUBJECT: U.S. Options to Support Rwanda Peacekeeping

The UN has requested (USUN 2387) an indication of the level of contributions the USG is able to make with regard to a request for equipment to outfit Ghanaian peacekeepers for duty in Rwanda. Without reviewing the merits of specific items and quantities requested by Ghana, and potentially by other would-be troop contributors, there is a larger policy question regarding the process whereby the USG could support peacekeeping in Rwanda and the monetary level this support could entail, particularly with respect to non-assessed contributions.

An Assessed Operation

One option, and the one which we are currently pursuing, is to treat Rwanda as entirely a UN operation. UNAMIR exists, and its mandate has been reconfirmed by the most recent UNSC resolution. UN equipping and contracting rules apply. The U.S. (eventually) pays its assessed contribution of approximately 30.4 percent. Some troop contributors, on the other hand, are less willing to commit, because the UN will not pay up front preparation costs and is not particularly prompt (given assessment payment arrearages) in making obligatory later payments. These troops may thus be later to arrive, given low levels of routine preparation and haggling over conditions of equipment provisioning. Furthermore, promised supply of necessary equipment may be slow in delivery.

A Hybrid - Assessed with Trust Fund and Direct Grants - Operation

Another option, which may both frame the appropriate level of USG support, as well as provide more expeditious troop deployments, is a hybrid based on the Expanded ECOMOG precedent. For Liberian peacekeeping, the USG obligated money to the Liberian Trust Fund at the UN and used other money to directly procure necessary equipment. In both cases, this money was used to provide support vetted by the UN's operations and spending plans. Using U.S.-provided Trust Fund money,

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the SRSB authorized \$500,000 each to Tanzania and Uganda to provide themselves with up-front "ready-kit" troop support items; the peacekeepers arrived in Liberia with new uniforms and other personal equipment appropriate to the task. U.S.-provided Trust Fund money also paid for the contracts (with a U.S. company) to transport the Expanded ECOMOG battalions from East Africa to Monrovia. The USG has also provided necessary equipment, in the first instance (communications gear) through a direct grant to ECOWAS, with directions to purchase U.S.-manufactured radios and spares. Vehicles (HMMWVs) are in the process of being provided by direct grant through an interagency agreement; others (cargo trucks) via a direct grant to the Trust Fund.

As in the Liberian case, underlying funding support for sustainment of deployed peacekeeping operations would be provided from other sources; for Rwanda, this would be the UN through UNAMIR, for which the U.S. would be assessed at the standard rate. U.S. voluntary contributions, whether to the Trust Fund or as a direct contribution, would be for the purpose of putting African troops more quickly on the ground for Rwanda peacekeeping and for fencing off ambitious equipment requests from every potential troop contributor. Any contributions made to these ends would be treated as offsets to arrearages due to the UN for assessed peacekeeping operations.

Critical to employing this option is a UN-approved (which the USG also reviews in detail) operations and spending plan, a Rwanda Trust Fund (to which we would advocate other donors, such as Belgium, contribute significant amounts), and up-front money. Situations vary, but in Liberia, equipment and transportation costs as outlined above, per battalion (roughly 850 men), have been approximately \$6.5 million. Obviously, numerous sub-options regarding transportation, preparation funding, and equipment grants are available to meet the Rwandan circumstances. In general terms, our experience with African peacekeepers lead us to conclude that interoperable communications gear and transport are equipment items that must be provided to ensure competent operations.

### Equipment Supply through Bilateral Relations

A final option would be to treat Rwanda peacekeeping equipment requests on a line-by-line bilateral basis, as the Ghanaians have initiated with the acquiescence of the UN. The precedent for this is the provision of support to Senegal earlier in the Liberia process. This option would permit more focused attention to those countries we cared to cultivate as peacekeepers.

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